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PREPARATORY COMMITTEE FOR THE WORLD
SUMMIT FOR SOCIAL DEVELOPMENT
Intersessional informal consultations
New York

Working paper on a draft programme of action

Note by the Secretariat

Mandate

1. The attached working paper has been prepared in response to the decision taken by the Preparatory Committee at its second session. The Committee requested the Secretariat to prepare an informal document, by 30 September 1994, based on the documents and discussions held on the draft programme of action during the second session of the Preparatory Committee.

2. This decision was taken by the Committee in the context of its request to the Chairman and the Bureau to organize intersessional informal consultations, with the participation of all States, during the week of 24 October 1994, in New York, in the framework of the General Assembly. The Committee further decided that the subjects of these informal consultations will be the declaration and programme of action.

3. After these informal consultations, the Secretariat will prepare a revised Draft Programme of Action for the third session of the Preparatory Committee in January 1995. This revised Draft shall be available in all official languages by 30 November 1994.

Structure

4. The Secretariat used as a basis the first revision of the draft programme of action (A/CONF.166/PC/CRP.2 of 24 August 1994). The structure in five chapters of the draft programme of action presented to the second session of the

Committee has been retained. Within these five chapters, most of the sections have also been retained. Chapter I is, however, presented without sections, and some combining of sections has been made in Chapters II and IV.

5. As proposed by the Preparatory Committee, the text of each chapter and section - with the exceptions of Chapters I and V - has been structured into three parts: rationale, objectives and actions. This has necessitated a number of revisions, deletions and additions to the text considered by the Committee in August.

6. This informal draft represents a first step towards a close correspondence between the structure and elements of the Draft Declaration and the Draft Programme of Action. The nine commitments mentioned in the Progress Report presented by the Chairman of the Preparatory Committee (A/CONF.166/PC/L.18 of 31 August 1994) are included at the beginning of the relevant chapters of the Draft Programme of Action. Further work will be required to ensure a proper integration of the commitments and "sub-commitments" of the Draft Declaration with the objectives of the Draft Programme of Action.

Text

7. The text of the Draft Programme of Action presented in A/CONF.166/CRP.2 of 24 August 1994 has been revised. For most paragraphs, the Secretariat has produced a text which takes into account the written and oral comments presented during the second session of the Preparatory Committee. In some cases, proposed alternative or additional sentences or paragraphs have been indicated. Within some paragraphs, square brackets are used to indicate alternative words or phrases. All of these alternatives and additions have been suggested by delegations during the debate.

DRAFT PROGRAMME OF ACTION

1. The World Summit for Social Development, coming on the eve of the fiftieth anniversary of the United Nations, presents an historic occasion for the international community as a whole, to examine fundamental social and economic concerns that are common to humankind, to open a new era of international cooperation, to reaffirm faith in the dignity and worth of the human person, and to provide a new expression of the determination of the peoples of the world "to promote social progress and better standards of life in larger freedom".

2. The World Summit builds on a series of global conferences, including (i) the World Conference on Education for All, the second United Nations Conference on the Least Developed Countries, and the World Summit for Children in 1990; (ii) the United Nations Conference on Environment and Development, and the International Conference on Nutrition, in 1992; (iii) the World Conference on Human Rights, in 1993; (iv) the Global Conference on the Sustainable Development of Small Island Developing States, the World Conference on Natural Disaster Reduction, the International Conference on Population and Development, and the International Year of the Family, in 1994. The World Summit is also linked with the Fourth World Conference on Women and the Ninth United Nations Conference on Crime Prevention and the Treatment of Offenders, which are to be held later in 1995, a year which will be the International Year for Tolerance, and the Second United Nations Conference on Human Settlements, to be held in 1996.

Proposed alternative to paragraph 2:

The World Summit builds on the outcomes of many United Nations conferences and international years.

3. Actions to address the three central problems of the World Summit - poverty, unemployment and social disintegration - must integrate social, economic, environmental and cultural concerns. Social development imperatives and objectives should be central to economic and sectoral decision making; economic policies should respond to social objectives; structural changes should contribute to overall social development; and, social policies and programmes should foster sustainable development.

4. In order to fulfil the commitments and implement the principles enunciated in the Declaration of this Summit, we agree to concentrate our policies in the years ahead on the objectives and actions outlined below in this Programme of Action. To this regard:

- We call upon all main actors of social development - Governments, regional and subregional organizations, the international community, the private sector including employers, workers and their unions and associations, non-governmental organizations and other institutions of society - to work together and fulfil their responsibilities;

- We recognize the value of successful experiences and innovative approaches within the diversity of national conditions;

- We affirm the growing importance of international cooperation and mutual assistance and decide to strengthen the United Nations into a major force for economic and social progress.

Note: Proposals were made to insert in this introduction the concept of human security and the concept of sustainable human development.

I. AN ENABLING ENVIRONMENT

Among the nine commitments mentioned in the Elements for the Draft Declaration presented by the Chairman of the Preparatory Committee (A/CONF.166/PC/L.18 of 31 August 1994), Commitment 1 is relevant to the whole Programme of Action. It reads as follows: "We commit ourselves to promoting social progress and enhancing the human condition, and to giving it the highest priority in national and international policies and efforts."

Commitment 6 is also relevant to the whole Programme of Action: "We commit ourselves to promoting the economic, social and human development of Africa and all least developed countries."

Commitment 7 directly relates to an enabling environment. It reads: "We commit ourselves to making structural adjustment programmes socially oriented and non-detrimental to the weakest."

Rationale

5. The achievement of social objectives and progress toward social development for all require a favourable international and national economic environment, as well as a favourable political environment. A changing global situation provides new opportunities and presents new challenges.

6. The well-being and security of all human beings is the aim of political, social and economic development. To preserve the welfare of future generations, development should be sustainable. It requires ensuring employment, health, education, gender equality, non-discrimination and equality of opportunities.

7. Social development requires the active participation of all actors of society, in full respect for human rights and fundamental freedoms. All organizations of civil society have a responsible role to play in a spirit of partnership with the State and the private sector. Cooperatives, farmers' organizations, trade unions and business associations enable people to articulate their interests and participate in the search for the common good. Participation, which necessitates the development of institutions, the rule of law and the elimination of corruption, is a prerequisite for democracy and social progress.

8. There is a close relationship between social development and peace. Security and social stability are necessary to the harmonious functioning of societies. Violence and armed conflict is an affront to human dignity, and a hindrance to social development.

9. Denial of the right of self-determination to peoples under colonial, foreign or alien occupation, adversely affects social and economic development.

10. International organized crime, trafficking in persons, human organs and drugs, the threat of communicable diseases such as HIV/AIDS, and threats to the natural environment, jeopardize social development. These problems often cannot be resolved by individual Governments, and require global responses. Methods and practices of terrorism in all its forms and manifestations have adverse consequences on economic and social development.

11. Each year national economies become more interconnected. Domestic economies are more and more influenced by external factors and by a process of globalization and enhanced communications. Trade policies fundamentally affect the lives of people everywhere. There are increasing movements of people across borders including migrants, asylum seekers, refugees and displaced persons. The process of globalization opens opportunities for economic growth and development, and at the same time creates inequalities and risk of marginalization within and among countries.

12. The countries of Africa have faced a decade of economic decline and even a reversal of earlier gains in human welfare and well-being. The continued deterioration in the socio-economic situation of these countries and of other least developed countries requires the urgent attention of the international community.

13. Private sources of financing do and will play a decisive role for the improvement of social conditions. Broad based and equitable taxes are, however, essential to the financing of public services and other forms of governmental action aiming at reduction of disparities and social progress for all. Also, for many countries, official development assistance will continue to be of great importance for the financing of social programmes and of various types of institutions and infrastructures.

14. Environmental protection must constitute an integral part of the development process, and cannot be considered in isolation from it. Certain consumption and production patterns reinforce inequalities and poverty and constitute non-sustainable use of natural resources and environmental degradation.

15. Sustainable economic growth is fundamental for social development, and social development is a condition for sustainable growth. Market mechanisms are essential to the functioning of societies and the creation of work. Access to technologies, including new technologies, has the potential to significantly improve people's lives. Full participation in social progress largely depends on access to knowledge, training, resources and information. Structural adjustment is a long-term process which must be tailored to the economic and social conditions of each country, and must be based on a broad national consensus on the means required.

16. Reduction of disparities at all levels, equity and social justice, are fundamental elements of social development requiring an active role of the State. The role of the State, which is to guarantee and promote the common

interest, is based on a legitimacy derived from the consent of its citizens. Such legitimacy depends on its respect for fundamental human rights, its democratic nature, transparency, accountability and the extent to which it addresses the concerns of all members of society.

17. Education has a vital role to play in promoting social cohesion and providing individuals and groups with the means to express themselves and understand one another. Universal access to education is a fundamental right. A major function of education is to promote the values of tolerance, responsibility, solidarity and respect for the rights of others.

18. Equality between women and men is a central aspect and condition for social progress. The disproportionate impact of poverty on women, unemployment and violence against women need to be addressed as central concern of policy. Improving the status and conditions of women must serve to enhance their decision making capabilities at all levels and in all spheres of life.

19. National Governments and the international community will continue in the years ahead to be confronted with socio-economic inequalities, and will have to take the responsibility for minimizing in the short term and eliminating in the medium term these inequalities. Individual nations cannot meet all the challenges of social progress and development on their own. International cooperation needs to be strengthened in all areas.

Note: As for the introduction to the Programme of Action, proposals were made to introduce in this chapter the concepts of human security and sustainable human development.

Objectives

20. Objective 1: To give the highest priority, at all levels of policy making and action, to social progress and the betterment of the human condition.

- To manage the process of globalization in a manner that enhances its benefits for all nations and for humankind;

- To create patterns of development that, in the context of the commitment of all nations to implement Agenda 21, reduce disparities, promote employment, equity and social justice, and respect human dignity;

- To ensure for all the satisfaction of basic needs and access to basic services required for human dignity;

- To focus national and international strategies and policies on societies and their problems rather than on purely economic issues;

- To address problems threatening individuals, groups and entire societies on a global basis, through the solidarity and mobilization of all concerned, and with additional resources;

- To change the deep rooted social, economic and cultural patterns of conduct which perpetuate the gender discrimination that exists in all societies;

- To reduce the causes of migration through development, and to ensure the freedom of movement and the right to leave one's country;

- To recognize the specific problems of countries which, for reasons of low economic development, conflicts of various kinds and transition from one political system to another, are in need of assistance from the international community at this point of human history.

21. Objective 2: To create a favourable economic environment at national and international levels.

- To improve the functioning of the international economy towards more equitable and sustainable patterns of development;

- To mobilize, at the national level, human and financial resources for social development;

- To reconcile the search for equity and the search for efficiency in the design and implementation of all national and international policies;

- To encourage international trade, promote enhanced access to markets and the elimination of trade barriers, and to facilitate access by all to technologies;

- To reduce the level of the debt of developing countries to a level that would allow sustained social and economic development;

- To pursue actively alternative ways of securing macroeconomic stability, efficiency and the achievement of social goals, and to integrate social objectives into the design and implementation of structural adjustment programmes;

- To promote additional financing for social programmes from various public and private sources, and to reach the accepted United Nations target of devoting 0.7 per cent of the gross national product of developed countries to official development assistance.

22. Objective 3: To create a favourable political environment.

- To promote the values of human dignity, responsibility and solidarity in all cultures and institutions of society; to practise tolerance and respect for diversity and pluralism;

- To promote the respect for all human rights and fundamental freedoms;

- To recognize the central role of the State in social development and to ensure complementarity between that role, market incentives and mechanisms, and the contribution of various institutions of society;

- To combat corruption at all levels and in all institutions of society, and to develop the civic spirit required for social progress and development;

- To avoid resorting to violence and to reduce at the world level resources currently used for military purposes in order to provide additional financing for social development.

Actions

23. Within the wide range of policies at all levels which will be required to achieve the above objectives, and taking into account the measures outlined in the other chapters of this Programme of Action, we wish to emphasize a number of actions of particular relevance to all nations and the international community as follows.

24. Measures must be taken at the national and international levels to facilitate the participation of all countries in the world economy, and to ensure that the process of globalization, which has economic, political, social and cultural dimensions, is geared towards the fulfilment of basic social goals. Initiatives shall be taken at the international level to assist countries having difficulties of integration into the global process of modernization and development.

25. Governments, regional and international organizations should increase their development efforts in order to allow people who wish to do so to remain within their community. At the same time, concrete steps should be taken to acknowledge the desire of people to move in search of better lives; Governments are invited to implement fully the various existing regional and international instruments dealing with movements of people across borders.

26. Financial resources need to be identified and, if necessary, new institutional arrangements should be put into place in order to address the global social problems which are threatening individual nations and humankind.

27. To promote patterns of development generating remunerative work and reducing disparities, national Governments shall undertake a systematic assessment of their economic and social policies, and regional and international organizations will conduct a similar assessment in order to forge a genuine international economic cooperation and provide opportunities to all nations to pursue socially oriented growth and development.

28. Among the measures to promote trade and facilitate access for developing countries to markets will be the support and promotion of local industries and the diversification and improvement of their products for export.

29. While the Uruguay Round agreements represent a step forward, policies ought to be elaborated to enable developing countries to take advantage of expanded

international trading opportunities; this should be combined with sound macroeconomic policies and appropriate government actions. It should be recognized that a number of countries are not able to benefit from the liberalization of the world economy. Such countries should receive special attention by donor countries and international agencies.

Proposed addition to paragraph 29:

The work programme of the World Trade Organization and the United Nations Conference on Trade and Development must include specific processes to reduce trade barriers against the products of developing countries, especially agricultural products and labour-intensive manufactured goods.

Other proposed addition to paragraph 29:

In this context, States must abstain from applying unilateral measures of a coercive nature which are contrary to the United Nations Charter and international law and affect the freedom of navigation and commerce.

30. The specific proposals already presented for [reducing], [cancelling] the external debt burden, particularly public and multilateral debts and debt service, should be immediately implemented, taking into account the needs and potential of each country. New initiatives should be introduced to [reduce], [cancel] the debt of developing countries to a level compatible with their economic capabilities and social needs. Obligations of indebted countries with multilateral organizations should be examined. [In the case of Africa and the least developed countries, consideration should be given to the cancellation of outstanding bilateral debt.] or [In the case of Africa and the least developed countries, measures should be taken to cancel their outstanding bilateral official debts.]

Proposed addition to paragraph 30: As a minimum, the interest on external debt should be waived while modalities for rescheduling or cancellation are arranged.

Other proposed addition to paragraph 30: Future assistance for social sectors should be in the form of grants or soft loans.

31. It is necessary to consider the cost of adjustment to changing economic circumstances and requirements, in relation to the cost of inaction.

32. Adjustment policies should be shaped to provide options for an optimal utilization of resources for economic development, and for the achievement of social objectives, including the struggle against poverty in all its forms. Adjustment programmes should be designed to respond effectively to national priorities for economic and social development.

33. Structural adjustment programmes should be designed and implemented to ensure macroeconomic stability and the fulfilment of social development objectives. When budgetary adjustments are necessary, the first priority should be to protect public expenditure programmes and policies designed to meet basic human needs and reduce poverty. Also, it should be stressed that investment in human resources is crucial in order to reach the objectives of the stabilization

and adjustment programmes; these programmes should be designed to include direct benefits for the poor segments of society.

34. African countries have committed themselves to a comprehensive attainable agenda for economic and social development. Their capacity to attain priority goals for social development should be enhanced through bilateral and multilateral initiatives to broaden trade opportunities, reduce debt, make adjustment programmes socially oriented, and improve and increase the level of official and private financial resources.

Proposed addition to paragraph 34:

Efforts of African countries to achieve human-centred development will have limited success without supportive and complementary actions by international development agencies, bilateral partners, the private sector and non-governmental organizations. To this end, the international community will put new emphasis on policies aimed at supporting long-term development and economic transformation in Africa, and will take early action on such outstanding issues as resource flows, debt, trade and, generally, the creation of an external economic environment facilitating sustainability of social and human development.

35. Governments of developed countries will take specific measures to implement the 0.7 per cent target for official development assistance. Additional resources will be mobilized for addressing major social goals such as the reduction of poverty, and for addressing global social problems which are threatening the future of humankind. To that effect, specific measures will be taken immediately to study all the implications of innovative financing mechanisms.

36. Governments should encourage private investment for economic and social programmes and for development in general through policies that promote macroeconomic stability, a comprehensive system of business law, institutions and incentives for saving, a realistic exchange rate, and an equitable and efficient taxation system. Investments in infrastructures should be encouraged.

37. To ensure that the State does represent the common interest, Governments ought to facilitate the mobilization of civil society, involving all citizens in the formulation of values and goals, and in the design and implementation of policies that will direct the resources of individuals and groups towards social development.

38. Measures to combat corruption and to create full transparency and accountability for all public and private institutions should be taken as a matter of urgency and should also be sustained through education and through the development of attitudes and values promoting responsibility and solidarity.

39. Measures should be taken at the national and international levels to eliminate all forms of discrimination, including racial discrimination.

40. Governments that have not yet done so are invited to ratify existing international rights conventions. The implementation of such convention and

covenants, including the Covenant on Economic, Social and Cultural Rights and the Covenant on Civil and Political Rights, requires adequate laws and regulations, a favourable political, intellectual and cultural climate, and a large array of measures at the national and local levels. The monitoring at the international level of the implementation of fundamental human rights, including the right to development, should be strengthened.

41. Government should create conditions for the social partners to organize and operate freely. The right to freedom of association must be assured, and conditions must be created for such association to operate fully and freely.

42. Governments and all relevant institutions shall take measures to eliminate subordination and discrimination against women, in legislation, as well as in social, economic and political relationships. Attaining gender equity requires more attention to women participation at all levels in every society. More work must be done on developing gender related data to understand the impact of policies and programmes on women. All Governments are invited to ratify and implement without restrictions the Convention on the Elimination of All Forms of Discrimination against Women.

43. In the context of national priorities and circumstances, each Government should take measures to develop social equity and overcome inequalities which are detrimental to social integration and social progress. In areas where social needs are addressed through market mechanisms, the role of the State in securing the public interest should be maintained through appropriate regulatory and fiscal policies.

44. To enhance social harmony and create a climate favourable to social development, conflict resolution mechanisms must be available to all in society. Access to objective legal mechanisms to solve conflicts is a sine qua non for preserving peace and stability in the community, which is the first building block in promoting world peace.

45. Within an economic and political environment favourable to social progress and development, the actions outlined above and in the following chapters of this Programme of Action - to combat poverty, promote productive employment and enhance social integration - are complementary and inter-related. Together, and in a manner which will vary with national circumstances and priorities, they will constitute comprehensive policies for social progress.

II. REDUCTION AND ERADICATION OF POVERTY

Commitment 2 of the Elements for the Draft Declaration (L.18) states:

> "We commit ourselves to the goal of eradicating poverty in the world, in the shortest period possible, by decisive national actions and international cooperation, as a moral and political imperative of humankind."

A. Integrated strategies for reducing and eradicating poverty

Rationale

46. Poverty exists in all countries and in various forms: lack of income; hunger and malnutrition; illiteracy; homelessness and inadequate housing; social discrimination and exclusion; lack of access to education, health care, drinking water, sanitation, productive assets or justice; and lack of influence on decisions that affect one's life. It can exist as endemic mass poverty in poor countries; pockets of poverty amidst wealth in rich countries; sudden poverty resulting from disasters or conflicts; temporary poverty from loss of employment; or the marginal poverty of those performing menial but essential work for poverty wages. The realities of people in poverty are both common and locally specific. Poverty has its origins in social, economic, legal and political structures, which are in turn linked to the general economic and social situation of countries and to the international economic environment.

47. Poverty is concentrated in certain countries, regions and social groups. Severe and chronic poverty is widespread in the least developed countries and the countries of Africa. The majority of people living in poverty live in rural areas of developing countries. In almost all societies, there are a disproportionate number of women and children living in poverty, and in many the proportion is increasing. The struggle to reduce and eradicate poverty should focus on the most disadvantaged and vulnerable groups.

48. The reduction and eradication of poverty, the promotion of sustainable livelihoods, and the provision of justice for all, and in particular for the most vulnerable members of society, is an ethical, political and economic responsibility of individuals, communities, civil society, Governments and the international community. People living in poverty represent an unused and underused productive human resource that must be developed more effectively to improve their conditions of life and their societies.

49. Population growth is particularly high among people living in poverty and in the poorest countries. Of the approximately 90 million people added to the world's population annually, perhaps 30 per cent or more are born into poverty. Efforts to slow population growth, to reduce poverty and to achieve economic growth are mutually reinforcing.

Objectives

50. Objective 4: To reduce and eradicate poverty in all countries through concerted strategies involving individuals, communities, civil society, Governments and the international community.

Actions

51. Governments and the international community should commit themselves to the [reduction and] eradication of [the worst or absolute or extreme] poverty [and a substantial reduction of other forms of poverty] by a specific target date [or within a reasonable period or in the shortest possible period] determined by

each country in its national context. The goals and targets for poverty eradication should relate to household income and consumption, to food and shelter, to remunerative work and access to productive assets, and to the provision of basic services including primary education, health care, family planning, water supply, sanitation, shelter, justice and social protection. Programmes for the realization and monitoring of these goals and targets should be drawn up with the full involvement of people living in poverty and their organizations. These national programmes should provide the basis for enhanced international support for poverty eradication.

Proposed addition at the end of paragraph 51:

The United Nations should enhance and bring together the diverse forms of support it provides for national efforts in this domain in a broad-based framework programme against poverty and should review performance regularly.

52. Efforts to reduce and eradicate poverty should be based on promoting sustainable economic development together with continual evaluation of the structures and processes that determine the distribution and redistribution of productive assets and income and implementation of policy and legal measures to ensure more equitable access to productive resources and income. While sustainable growth and long-term improvement in standards of living go together, slow growth should not prevent societies from addressing the structural causes and the immediate manifestations of poverty. Changes can be made and social injustices addressed even in times of economic hardship.

53. Particular urgency must be given to the eradication of poverty and the promotion of sustainable economic development in low-income developing countries, particularly the least developed countries. The international community should give greater support to the measures being taken by the countries in Africa to eradicate poverty, provide remunerative work and meet basic human development goals. Attention must also be given to the special problems of the economies in transition and societies disrupted by conflict.

54. The right of deprived people to social and economic development should be recognized and supported through policies and programmes that are responsive to their interests and developed in consultation with them. Specific anti-poverty policies and programmes should be integrated into economic planning at local, national, regional and international levels.

55. As the majority of people living in poverty in the world today live in rural areas, economic and investment policies that have discriminated against rural and agricultural development should be eliminated. Economic policies that support rural development will help both to reduce rural poverty and discourage migration to the cities, which strains urban resources and social structures.

56. Full participation of women in society is essential for making use of all social resources in the struggle against poverty and for preventing the transmission of poverty from generation to generation. Discrimination and violence against women must be eliminated. This will require not only changes in discriminatory economic, social, political and legal structures and practices, but also changes in social attitudes, including those within

families. The equal treatment of women must begin with the equal treatment of girls from birth. It is particularly important that cultural, economic, educational, political and social leaders at all levels provide examples of equal treatment of women and actively work for legislative and legal frameworks to support that objective. Interventions to widen opportunities at each stage of girls' and women's lives are necessary to redress fundamental gender-based inequalities. Improvements in the education, health and economic situation of women and girls will also help to meet the challenges of population growth and its effect on development and poverty.

Proposed addition at the end of paragraph 56:

The practices of female infanticide and the selective abortion of female fetuses, where they exist, should be eliminated.

57. All actors in the development process must be mobilized and organized in order to reduce and eventually eradicate poverty. Anti-poverty efforts must respect the integrity, dignity, skills, local knowledge and culture of people living in poverty and focus on assisting them to identify and implement solutions to their problems.

58. People living in poverty and their organizations should be empowered through full involvement in policy and decision-making dialogues concerning development at the grass-roots, national, regional and international levels, and in the design and implementation of activities to reduce and eradicate poverty. People living in poverty should be encouraged and assisted to organize so that their representatives can participate in the development process.

59. As part of anti-poverty efforts, Governments should monitor the various forms of poverty, including hunger, homelessness and destitution, in order to ensure that progress is made toward national targets, to study changes in poverty levels, and to assess the effectiveness of anti-poverty programmes. Governments should regularly publish information and analyses of progress made towards targets. Non-governmental organizations and the media should mobilize public awareness so that society gives priority to the struggle against poverty by monitoring, assessing and publicizing progress or failure in meeting poverty-reduction goals.

Proposed addition at the end of paragraph 59:

The United Nations Development Programme (UNDP) has made an important contribution to this process through its work on sustainable human development indicators. UNDP should use this work assisting countries to develop national monitoring capacity.

60. The resources of universities and research institutions should be mobilized to improve understanding of the causes of poverty and the effectiveness of anti-poverty strategies and programmes. Special efforts should be made to strengthen social science research capabilities in developing countries with regard to the reduction and eradication of poverty. The results of research should be made available to decision makers and integrated into the decision-making process.

61. The International Year for the Eradication of Poverty, to be marked by the United Nations in 1996, should include among its actions a national and international review of the goals and actions taken to implement the recommendations of the World Summit for Social Development relating to poverty.

It was proposed that paragraph 61 be moved to chapter V.

B. Access to productive opportunities and resources

Rationale

62. The greatest cause of poverty is lack of access to productive opportunities and resources to enable people to support themselves and their dependants.

63. For people with limited skills, education, resources and connections, self-employment and small enterprises, including in the informal sector, are often the primary sources of economic opportunity. The improvement of employment opportunities and conditions, particularly in urban areas, is considered in the next chapter, while this chapter focuses on opportunities for livelihoods in rural areas, where most global poverty is found.

64. The knowledge and skills needed for employment in manufacturing and services are also important productive assets, especially in urban areas. Access to education and training is covered in section C of this chapter and in the next chapter.

Objectives

65. Objective 5: To ensure that people living in poverty have access to the productive opportunities and resources to enable them to escape from poverty and to participate in and contribute to the development of their societies.

Actions

66. Governments should improve the conditions of poor and landless agricultural workers through such actions as development of new land, land redistribution, improving the security of land tenure, fair land rents, and improving the wages and conditions of agricultural labour. Small farmers should have improved access to water supplies and irrigation systems, credit, extension services, and appropriate technology. Governments should ensure that producer organizations and other community organizations participate in the planning and implementation of land reform, land management and improvement, and other rural development activities. International financial agencies should assist in the process by providing the financial resources needed for land improvement and credit. The ownership, use rights and inheritance rights of women and special groups such as pastoralists, fishermen, and nomadic and indigenous communities to land must be ensured and protected.

67. Governments should encourage rural non-farm production activities, including agro-processing, sales and services of agricultural equipment and inputs, irrigation, credit services and other enterprises. Governments should

ensure that rural communities have access to markets and market information to enable small farmers and producers to obtain fair prices for their products and have access to the materials they need at fair prices. Community-based cooperatives and other organizations of small farmers and producers should be strengthened to improve market access, increase productivity, provide technical advice, and promote cooperation in production operations. Cooperation between such organizations in developed and developing countries and with international aid agencies should be strengthened to enhance technical and financial support to farmers and other producers.

68. Governments and international agencies should support research and development on farming systems and small-holder cultivation techniques, particularly in environmentally fragile areas, in order to assist small farmers, including women, to increase production. Agricultural training and extension services should be strengthened, both to make more effective use of existing technology and indigenous knowledge systems and to disseminate new technologies. Governments should give support to local and indigenous traditional practices of sustainable agriculture, taking particular advantage of women's knowledge. The policy objectives of national and international agricultural research institutions should take account of the specific needs of small farmers. International cooperation in the transfer of technology and exchanges between agricultural research centres should be strengthened.

69. In areas where pastoral or nomadic activities are widespread, specific programmes should be developed for strengthening land management, including traditional communal practices, controlling encroachment by others, and developing improved systems of rangeland development and management and access to irrigation, markets, credit, animal health services, education and information.

70. Governments should work with community organizations, cooperatives, formal and informal banking institutions, private enterprises and international agencies to mobilize local savings, promote the creation of local financial networks, and increase the availability of credit and market information to low-income farmers, fishery workers and small entrepreneurs.

71. Small-scale enterprises in the manufacturing and service sectors, including in the informal sector, should be promoted through the development of entrepreneurship and access to technological information, as well as through supportive laws, administrative measures, credit policies and training.

72. Women should be assured of equal access to productive resources, including land, credit, information and technology. Legal, social, cultural and practical obstacles to women's participation in economic activities should be eliminated to enable them to work productively to reduce poverty. Increased hiring of women as extension workers for developmental services can also help to improve the status of women. Women entrepreneurs and managers should be encouraged and supported and women-centred institutions developed.

C. Access to social services

Rationale

73. Lack of access to social services including education, health care, clean water and sanitation is both a form of poverty and a cause of continuing poverty. People living in poverty have generally not had adequate access to such services due to lack of facilities in their communities, the low quality of facilities available to them, and discrimination against them in the use of facilities. Universal access to basic social services and equal access to all public services are essential to the reduction and eradication of poverty.

Objectives

74. Objective 6: To ensure that people living in poverty have access to the social services they need to escape from poverty, and to expand the scope and quality of services to prevent people from falling into poverty.

Actions

75. Governments, in cooperation with community organizations, the private sector and non-governmental organizations, should ensure universal access to basic social services and equal access to all public services, particularly for people living in poverty and vulnerable groups. Special social services should be provided to enable vulnerable people to participate fully in all social, economic and political activities and contribute to social and economic development.

76. Particular attention also needs to be given to eliminating the obstacles that have prevented women from full participation in social and economic development. Integrated development programmes for women and children, addressing educational, nutritional and health care needs, should be developed.

77. Social services should be made more accessible to people living in poverty and more responsive to their needs through decentralization and increased community participation and responsibility. However, emphasis on local responsibility and self-help approaches should not be taken as absolving Governments and other social, economic, political and cultural actors of their responsibilities for overcoming the forces that create and perpetuate poverty.

78. Governments must implement their commitment to the principles of the 1990 World Declaration on Education for All and to the goals and targets set by countries in accordance with the Framework for Action to Meet Basic Learning Needs, acknowledging that priority must be given to the education of girls and women.

79. Ensuring access to education for people living in poverty, including those in rural and remote areas, requires not only new and improved schools, but also efforts to ensure that services are provided that compensate for the labour that is lost to families when children are at school. The reduction or elimination of school fees and related expenses for low-income households, the provision of school lunches and basic health care, and the adaptation of instructional

material to the practical needs of families living in poverty and low-income communities can promote school attendance.

80. Non-formal education should be used to improve opportunities for people living in poverty. Pre-school education should be provided or promoted to overcome some of the disadvantages faced by children living in poverty. Access to continuing education should be facilitated to assist adults living in poverty to develop the skills and knowledge needed to improve their conditions and livelihoods.

81. Governments must implement their commitments made at the 1990 World Summit for Children and the associated Plan of Action, including the goals and targets for significantly reducing child mortality, maternal mortality, child malnutrition and illiteracy, providing safe water and sanitation for all, and providing basic education for all children, by the year 2000. Governments must ensure support for the mechanisms and institutions and procedures established at the national level to meet those goals and targets. International financial and other agencies, in particular the United Nations Children's Fund (UNICEF), should continue to provide assistance to countries in that effort [at a much enhanced monetary level]. Non-governmental and community organizations should play an important role at the local level.

82. Governments must implement their commitments to the principles of the 1978 Declaration on Primary Health Care, adopted at Alma-Ata, and the 1989 Convention on the Rights of the Child, in particular the universal attainment of a level of health that will permit all peoples of the world to lead socially and economically productive lives.

83. Governments should implement their commitments to the Programme of Action adopted by the 1994 International Conference on Population and Development within the agreed time-frames, including reducing infant, child and maternal mortality, providing reproductive health services, including family planning, through the primary health care system, and ensuring universal access to primary education for both girls and boys.

84. Special efforts should be made to reduce maternal mortality by one half of the 1990 levels by the year 2000, especially in the least developed countries where women's lifetime risk of dying from pregnancy or childbirth-related causes is as high as 1 in 20. Health services for women as part of primary health care should be expanded, including family planning services on the basis of informed choice. Maternal health care services should include education on safe motherhood and prenatal and post-natal care. Referral services should be improved so that they can handle obstetric emergencies and high-risk pregnancies. Governments, health care workers, non-governmental organizations and women's organizations should work together to develop a comprehensive national strategy for reducing maternal mortality, including mechanisms to monitor and evaluate progress.

85. Governments should ensure access to basic health service outlets staffed by health workers who can provide basic care, essential drugs and information and services relating to nutrition, health promoting, dental care, safe water, sanitation, environmental protection and preventive health care. Those services

should be available to all free of charge or at nominal and affordable rates with provision for those who are unable to pay. Within the resources available to a country's health care system, services to people living in poverty can be improved by efficient cooperation and sharing of resources by public, private and social security facilities. Information and education on nutrition, basic sanitation, basic preventive health care and environmental safety should be provided by all public and private organizations which have the means for advocacy and training in these areas.

Proposed addition at the end of paragraph 85:

Concerted and immediate action should be taken by all concerned organizations, in particular by WHO.

86. Governments should encourage more doctors and other health personnel to work in rural areas and low-income communities and provide outreach services to make health care available to otherwise unserved areas. In areas where traditional forms of medical care are practised, health care services should integrate modern and traditional approaches and use local practitioners. However, traditional practices that endanger lives or health should be discouraged.

87. Governments, in cooperation with international agencies and civil society, should develop programmes for preventing and controlling epidemics, which particularly threaten the lives of people living in poverty.

88. Governments should ensure that all people have access to safe drinking water and sanitation services. Governments should also implement their commitments to the principles of the International Drinking Water Supply and Sanitation Decade (1981-1990) - in particular to the principle that where these human needs have not yet been satisfied, national development policies and plans should give priority to the supply of safe drinking water.

89. In order to increase economic opportunities in areas with a high incidence of poverty, particularly in remote and isolated areas, improved transportation, communication, power and energy services should be given priority in development programmes.

90. In urban areas where poverty has become concentrated and intensified as a result of disinvestment, job migration and increasing crime, Governments should invest in rehabilitation, encourage new businesses, improve social services, including the special services needed in that context, ensure personal safety, and if necessary, provide people living in poverty with assistance towards moving to areas offering better opportunities for employment, housing, education and other social needs. Such programmes should be undertaken in cooperation with community organizations and other non-governmental organizations.

91. Governments should ensure that people living in poverty have equal access to justice, including through the provision of free legal assistance.

92. The mass media, particularly radio and television, should be strengthened and expanded in order to disseminate information, including technical and

economic information on production and markets, and to improve the quality of life, especially for the benefit of people in rural and remote areas and other people living in poverty.

93. National and local governments, together with the private sector and community organizations, should improve the availability of affordable housing by ensuring that standards and regulations promote the construction of low-cost housing, by providing low-cost sites and services, and by promoting measures to improve the conditions of those living in slums and informal settlements. Consideration should be given to providing security of tenure to residents of informal settlements. Legal, financial and administrative frameworks should be established to mobilize public and private actors and resources, especially land and finance, for the development and upgrading of all types of low-income housing and the overall human environment in deprived urban zones. Governments must implement their commitments to the Global Strategy for Shelter to the Year 2000 and to improving the living conditions of the people living in poverty in accordance with their national shelter strategies.

94. Grass-roots and community development organizations, with support from governmental and international agencies and non-governmental organizations, should contribute to improving housing in low-income communities, organizing child care services, encouraging small businesses, and generally supporting community development in an integrated manner. Greater efforts are needed to strengthen such organizations in order to promote the productive use of the collective financial resources, expertise and organizational skills of local communities.

95. Ensuring better access to social services by people living in poverty will require more efficient and effective use of resources as well as increases in spending directed to their needs. National and local government authorities should expand services for people living in poverty by improving efficiency, reducing waste and corruption, redistributing spending from unproductive sectors, and promoting effective targeting of spending to the neediest groups. Additional human and financial resources will be needed, from public, private and voluntary sources, not only for providing services to a growing number of people, but also for improving the quality of services. In implementing structural adjustment programmes, countries should protect services that benefit people living in poverty, which may require resisting pressure to maintain spending that benefits wealthier groups. Other means of financing public services, from domestic as well as international and bilateral sources at substantially enhanced levels should also be considered.

96. The structure of public utility charges and the redistributive effectiveness of the tax system and public finances should be assessed and reformed as necessary to expand public services to people living in poverty. The possibilities of increased tax collection, cost recovery, cross-subsidization, community finance and other forms of financing should be explored. Increasing resources for public services through reductions in military spending and new forms of partnership should also be considered.

D. Enhancing social protection and reducing vulnerability

Rationale

97. In the case of unemployed workers and workers who do not earn enough to escape poverty, the most effective social protection includes the expansion of opportunities for remunerative work and assistance in obtaining such work. Active labour policies directed at people living in poverty. including vocational training and guidance, job placement services, public works employment and guaranteed employment schemes can help to reduce poverty. Actions for promoting productive employment are considered in the next chapter.

98. Governments, communities and families have a responsibility for economic and social protection of children and those who cannot support themselves, either temporarily or permanently, as a result of unemployment, old age, illness, natural disaster, displacement or other causes.

99. Children and youth living in poverty represent a particular threat to the future development and stability of society. Chronic poverty diminishes children's chances of survival, damages their health, limits their education, and retards their development of social and cultural skills. A youth without hope leads to a society without hope and paves the way to drug abuse, crime and social unrest.

100. Over 500 million people in the world are disabled, and the majority of these live in the third world. In many low-income countries, disability often results in extreme poverty and deprivation.

101. Natural disasters and social conflicts not only cause immediate impoverishment and suffering, but can also cause long-term poverty among the victims. It is easier and less costly to prevent a decline in people's livelihoods than to rescue them after they have lost the means to sustain themselves and their dependants.

Objectives

102. Objective 7: To ensure the protection of people vulnerable to poverty and deprivation; the support of people who cannot support themselves, and relief and rehabilitation for people impoverished by disaster or conflict.

Actions

103. Communities and Governments should provide social protection, to the extent possible, through measures including programmes targeted to those in need, universal programmes providing basic protection, and social insurance programmes. Governments should establish national legislation to develop stable and continuous social protection policies and programmes for all. Social protection programmes should help people escape from poverty and support themselves.

104. Governments should develop plans for a phased expansion of social protection programmes, progressing from targeted programmes to meet the most

urgent needs to universal programmes providing economic and social security for all. Governments should explore a variety of means for raising public revenues in order to strengthen social protection programmes, while promoting economic growth to provide a stronger base for such revenues. The private sector and voluntary associations should contribute to strengthening social protection.

105. Social insurance programmes should be developed to protect working people and their dependants from the risk of falling into poverty. Such protection can be strengthened by extending coverage for as large a population of workers as possible and by ensuring that benefits are provided quickly and that entitlements continue when workers change jobs. Social insurance programmes should be based on a legal framework, sound actuarial management and agreements between workers, employers and Governments. Social security systems should be efficient and transparent so that the contributions of workers, employers and the State and the accumulation of resources can be monitored by the participants.

106. As family instability is an important cause of poverty, especially among women and children, social policy should promote family stability and support families in carrying out their roles of mutual support and child and elder care.

107. Communities, Governments and humankind have a particular responsibility to improve the situation of children without adequate family support, including urban street children, abandoned children, children addicted to narcotic drugs, those affected by war or natural disaster, and children who are economically and sexually exploited by such evils as child pornography, child prostitution or sale of children or their organs. Governments and community organizations should ensure that such children have access to food, shelter, education and health care, and are protected from abuse and violence. More important, however, is to prevent children from deprivation and abuse by protecting their families from poverty, breakdown and dysfunction through social protection and development programmes.

108. For young people living in poverty, targeted programmes at the local, national and international levels should be undertaken, in cooperation with youth organizations, to enhance their economic, educational, social and cultural opportunities. Such programmes should promote constructive social relations among young people and provide them with connections outside their communities, helping to break the intergenerational cycle of poverty.

109. Governments and community organizations should make particular efforts to improve the status of the single parent in society and ensure that single-parent families receive the social support they need, including support for adequate housing and child care.

110. For people with disabilities, Governments should develop programmes and facilities for early intervention to enable them to support themselves and to enhance their participation in society. Special attention should be given to the needs of victims of wars and violence and to the need to reduce and eliminate violent conflicts, which are a major cause of disability.

111. As indigenous peoples form a disproportionate share of people living in poverty in many societies, Governments and other organizations should ensure that they have real equality of opportunity to develop their productive capacities. Policies and programmes to improve the status of indigenous people should be developed and implemented with their full participation and should fully respect their cultures, languages, traditions and forms of social organization.

112. Governments and the international community must reaffirm their commitments to eliminate hunger and malnutrition world-wide and to strengthen food security at all levels, particularly in Africa. The 1948 Universal Declaration of Human Rights and the 1974 World Food Conference recognized the inalienable right of every man, woman and child to be free from hunger and malnutrition. That principle was reaffirmed by the 1976 International Covenant on Economic, Social and Cultural Rights, the 1992 Declaration of Barcelona on the food rights of man, and the 1992 International Conference on Nutrition.

113. In order to prevent both short-term suffering and long-term poverty arising from natural disasters, social conflicts or other emergencies, Governments and communities, with the assistance of international agencies, regional organizations and voluntary organizations, must act quickly to provide food, medical supplies and other relief to victims and to ensure that the relief is effectively targeted to those who need it. Where possible, temporary employment programmes should be established to provide people with incomes to enable them to meet their needs and rebuild their lives. Where markets are inadequate, food-for-work and other in-kind relief should be provided. External food assistance, appropriately channelled and organized so as to regenerate the local economy, can make an important contribution to famine relief and resource protection and development efforts. Local organizations should be included in the planning and operation of relief activities and in the development of resource conservation programmes that can be rapidly expanded into emergency employment and rebuilding programmes in times of crisis. Relief should be regarded as the first phase in a continuum of relief, rehabilitation and development. The United Nations has an important role to play in this effort.

Proposed addition to paragraph 113:

Food must not be used as a tool for political pressure. Food aid must not be denied because of political affiliation, geographic location, gender, age, ethnic, tribal or religious identity.

114. Governments should develop long-term strategies and contingency plans for famine and disaster warning, assessment, information dissemination, management and relief. International agencies, when requested, should provide assistance in the planning and operation of such programmes. Governments should build food reserves as a means to prevent acute food shortages and stabilize prices. Food storage, transportation and distribution facilities for emergencies should make full use of traditional and market mechanisms, and personnel should be trained in emergency operations.

Proposed addition to paragraph 114:

In addition, new mechanisms that integrate governmental, intergovernmental and non-governmental efforts in the fight to eradicate world hunger should be developed. These initiatives could include the establishment of a volunteer corps of participants provided by Member States, observer States and non-governmental organizations, under United Nations coordination.

115. Long-term food security requires more rapid growth in food production, particularly in food-deficit areas, more sustainable management of land and water resources, and improved distribution systems. Governments and international organizations should design anti-poverty and employment programmes, agricultural programmes and food market and distribution policies to improve the access of vulnerable individuals and households, regions and countries to food supplies. Governments should develop food-market and social protection policies that ensure the access of the urban and rural landless poor to food and other basic needs while ensuring adequate prices for small producers.

116. Governments must implement their commitments to integrate anti-poverty programmes, resource management measures and environmental protection, especially in environmentally fragile areas, in accordance with Agenda 21. In particular, soil and water management systems should be strengthened; availability of quality seeds, manufacture of fertilizers and insecticides, and arrangements for preparation of seeds should be improved; meteorological assessment capabilities should be improved; agricultural systems should be developed to increase resistance to drought and other causes of crop failure; forest cover in mountainous and hilly areas should be protected and improved; coastal-zone management, including fishery management, should be strengthened; and biodiversity should be safeguarded. The development of non-agricultural productive activities should also be encouraged, particularly in environmentally fragile areas.

III. PRODUCTIVE EMPLOYMENT AND THE REDUCTION OF UNEMPLOYMENT

Commitment 3, of the Elements for the Draft Declaration (L.18), reads as follows: "We commit ourselves to enabling all people to earn livelihoods through freely chosen productive employment, self-employment and other forms of work. We commit ourselves to retaining full employment as a general goal."

A. Rethinking policy

Rationale

117. Productive, freely chosen and remunerative work is fundamental for economic and social development. Employment and work provide the principal means of livelihood for individuals and households all over the world. Work helps in developing human capacity, establishing a person's identity and providing a sense of fulfilment and participation. Conversely unemployment and

underemployment hurt human beings and may cause economic stagnation and social unrest. Employment that is socially useful and a source of greater output and incomes is of key importance to achieving both poverty reduction and social integration as well as to reducing unemployment.

118. Across the world there is a disturbing trend towards higher levels of unemployment and "jobless growth". In Africa, Latin America, and Asia, unemployment has been growing at a rapid rate. Countries with economies in transition have experienced massive job losses. Unemployment in many countries that are members of the Organisation for Economic Cooperation and Development is at its highest level since the Great Depression. There are also problems of seasonal unemployment, disguised unemployment and inadequate reporting of unemployment levels. Moreover, an estimated 700 million persons are underemployed.

119. The rate of unemployment among young persons tends to be much higher than the average, and this is a source of social stress in many countries. Expansion of opportunities for work for urban and rural youth is a fundamental dimension of social development and can help to reduce poverty and enhance social integration.

120. There is often a connection between population growth, poverty and unemployment. High population growth rates and the high numbers of new entrants into the labour force in many parts of the world point to the urgent need to pay attention to demographic factors in the formulation of employment policies and strategies.

121. There are too few suitable job opportunities in the formal wage economies of almost all of our countries. The global economy is increasingly driven by demands for greater flexibility and efficiency in production. These, in turn, have led to a growing recourse to labour-saving and decentralized modes of production. Enterprises need to strive hard to improve their economic performance and remain competitive in order to maintain employment and create new jobs. But such developments have far-reaching implications for the quantity, quality and distribution of jobs.

122. Unemployment has become a global problem whose effects cannot be confined within national boundaries. It calls for international cooperation reinforced through increased coordination of economic and social policies and the exchange of national experiences. The Constitution of the ILO calls upon the Organization to further among the world's nations programmes which will achieve full employment and rising standards of living.

Proposed additional paragraph:

A broadening of the concept of productive employment would cover activities needed for social integration and participation of the most disadvantaged peoples. Basic primary education and training are in this regard critical, as well as the role of parents, teachers, and all those who transmit knowledge and values of freedom and responsibility. There is no economic and social progress if newly educated persons do not have a clear idea of their social identity and of the role they can play in their community. The social bond needed for the

functioning of society also involves the role of the family and therefore the material and housing conditions for family life. Jobs which contribute in a variety of ways to the creation of such an environment favourable to social integration and participation should be considered as productive.

Objectives

123. Objective 8: To declare and pursue, as a major goal, active policies to promote full, productive and freely chosen employment.

124. Objective 9: To elevate the problems of unemployment and underemployment to the top of national and international agendas and to make the creation of remunerable employment the central objective of national and international economic and social policies.

125. Objective 10: To develop a broader concept of productive work, and to recognize the broad range of activities in which people engage to sustain their livelihoods and serve their communities.

Note: These objectives are of a fundamental nature and the associated actions required to achieve these objectives are to be found throughout the ensuing sections of this chapter and other chapters of the Programme of Action.

B. Stimulating employment-intensive growth

Rationale

126. Given that, in all countries, a strategy for full employment is a key to the achievement of all other objectives for social and economic development, a concerted effort towards this end requires the coordinated application of a whole range of policy instruments, involving many ministries in national Governments.

127. Economic growth is a necessary - but not a sufficient - condition for creating employment and reducing unemployment. There is need for a cooperative and mutually beneficial partnership between the industrialized and the developing countries for removal of the structural impediments affecting economic growth and employment creation. As countries become increasingly open and interconnected, the ability of each country to pursue growth with stability will be enhanced if macroeconomic policies are coordinated.

128. The restoration of employment-generating economic growth requires that, in addition to increasing investment and trade, the pattern of investment and trade should be modified. Making full use of technical change may help companies to retain competitiveness and jobs. In many cases, small- and medium-sized enterprises have proven to be particularly suited to profit from new technologies and production methods. In addition, for a wide range of products and processes, there is considerable scope for the development, application and efficient use of labour-intensive technologies. Research and development are important to the creation of stable employment.

Objectives

129. Objective 11: To establish the creation of productive employment as a central objective and explicit aim of macroeconomic policies and to reinforce international cooperation to that effect.

130. Objective 12: To develop, select and adapt at the country level a mix of technologies compatible with national resource endowments and aimed at encouraging the absorption of labour and the encouragement of job creation.

Actions

131. Sustained employment-intensive growth must be based on a sound policy framework combining the creation and maintenance of the proper macroeconomic framework, structural policies aimed at increasing competitiveness, and active labour market policies.

132. Countries should maintain stable monetary policies, combat inflation, reduce excessive budget deficits and aim at greater exchange-rate stability and lower interest rates, so as to create the appropriate framework for growth, investment and the stimulation of employment.

Proposed alternative to paragraph 132:

While Governments, particularly in industrialized countries, should respect the delicate balance between discouraging inflation and encouraging employment, there is a need to stimulate stronger investment and higher rates of economic growth and job creation. In developing countries, stabilization policies should be complemented by adjustments aimed at removing structural constraints to economic growth and employment creation.

(also proposed to move paragraph 132 to chapter V)

133. In those cases in which budgetary adjustments are required, efforts should be made to switch expenditure towards those items which most directly influence job growth prospects. Deficit reduction and structural adjustment measures should fully contribute to people-centred social priorities and economic goals by maintaining social expenditures (health, education) as essential investments in human well-being.

134. A stable, predictable and minimally bureaucratic legal framework and regulatory environment along with well-designed incentive structures should be established to promote private investment, both domestic and foreign.

135. Conditions should be created for freer trade and investment flows in order to expand markets with a view to increasing opportunities for productive employment world wide. Governments should improve the investment climate, particularly [cross-border cooperation and foreign direct investment] or [for foreign direct investment and other regional and subregional cooperation in trade and investment].

Proposed additions to paragraph 135:

Labour-intensive exports of developing countries and transfer of technology should be accorded special preferences.

In performing their role and functions, relevant international bodies should monitor and report on the impacts of trade liberalization on progress towards achieving international commitments to meet basic human needs and environmental protection.

It is of special importance that investment in and transfer of capital to developing countries should facilitate the establishment of locally owned and managed enterprises.

In countries where the indirect costs of labour are comparatively high, consideration should be given to targeted reductions in the indirect costs of labour and particularly of less skilled work, in order to achieve a better balance between the costs of the various factors of production and facilitate their movements.

136. There is a need to promote technologies which will maximize productive employment and encourage the creation of new jobs which are compatible with competitiveness, growth and the satisfaction of societal needs. The relative costs of capital and labour need to reflect their true scarcities. Technical choice and adaptation would be facilitated if developing countries were given the capacity to unscramble or disaggregate standard technology packages and ensure an appropriate degree of capital and labour intensity in each component. Agencies of the United Nations system, especially the ILO, should help developing countries better to link technology policy to employment and other socio-economic objectives and to establish and strengthen national and local technology institutions. The blending of new and traditional technologies is a fertile area for work and assistance.

137. Measures to facilitate women's access to technologies which facilitate their lives and work and are income-generating should be encouraged. Women's access to and use of technology should not be limited to household chores and supplemental incomes activities; rather, technology should be used to transform women's role within the productive process itself, enabling women to move out of stereotyped, low paying jobs. Particular care should be taken to include women in training and retraining programmes that promote equality and equal access to all jobs.

138. Governments and employers, in cooperation with workers, should anticipate and plan for the employment effects of new technologies as far in advance of their introduction as possible, including ensuring adequate protection and conditions of adjustment. They should make contingency plans for solving problems related to displacements, particularly those of women workers and disabled workers, caused by the introduction of new technologies. Tools should be devised to determine the impact of a wide range of technologies on employment.

139. Research and development efforts should be directed towards product innovation leading to new investments and employment expansion particularly.

C. Creating employment through enterprise

Rationale

140. Private-sector enterprises, both large and small, have the major role and responsibility in creating jobs. Small enterprises are more labour-intensive, create jobs at relatively low capital cost and draw untapped resources into production activity. They are also a source of ownership and management opportunities for women, who too often are held back by their lack of access to productive assets.

Objectives

141. Objective 13: To enhance the opportunities for all enterprises, including small- and medium-sized, to be created and to grow.

Actions

142. Legal and administrative obstacles should be removed, and regulations and procedures that place small- and medium-sized enterprises at a disadvantage with respect to larger enterprises avoided or simplified. Their access to credit, national and international markets, management development, training and technological information should be facilitated. Working capital as well as fixed capital needs to be made more readily available, and financial and management assistance properly coordinated. Support programmes for small- and medium-sized enterprises should be strengthened, with substantial support coming from international financial institutions.

143. Since small enterprises often survive on the strength of their relations with large enterprises, governmental policy should remove impediments and facilitate arrangements that encourage and enhance such relationships as, for example, "foster parent programmes".

144. Since some small enterprises are a source of precarious employment relationships and poor working conditions, policies that ensure acceptable working conditions and adequate remuneration and social protection for workers are required.

Proposed addition to paragraph 144:

Particular attention should be paid to the needs and working conditions of women entrepreneurs, who continue to maintain the greatest share of family and household responsibilities, by enabling access to social security protection, including in relation to maternity, and to social supports such as child care.

Proposed alternative to paragraph 144:

Governments should promote policies so that congenial working conditions are ensured with adequate remuneration and social protection for workers, without pricing such enterprises out of the market.

145. The role of cooperative business enterprises in contributing to economic activity, creating and safeguarding employment, enhancing equality of opportunity and raising the economic status of women should be supported. Savings and credit cooperatives, cooperative banks and insurance companies should be encouraged in their efforts to mobilize local capital and promote entrepreneurship. As, in addition, cooperatives, often in partnership with private enterprises, can aid the redevelopment of areas of concentrated unemployment and assist in converting ailing businesses, they also should be viewed as a useful transitional form of enterprise for artisanal industries wishing to move from traditional to more modern structures of manufacturing activity. Governments, in close cooperation with national and international cooperative organizations, should promote and support cooperative business enterprises.

Proposed additional paragraph:

146. There is a need to remove the obstacles that prevent people from participating in their own domestic markets, building their own housing and managing their own environment. More support should be provided to community economic development, which seeks to enhance the well-being of the community at large by increasing economic activity as well as addressing social concerns and empowering all communities.

147. Governments should abstain from overregulation and should assist the [informal-sector] or [community-initiated] enterprises to become more productive through access to credit on affordable terms, training in basic skills and management, strengthened market linkages with the rest of the economy, improved premises and other physical infrastructure, and improved access to information. Special attention should be given to women and minorities in the informal sector and efforts should be made to end discrimination in granting credit to women and minorities. All these policies should aim at fostering the eventual integration of the informal sector into the formal economy.

148. International cooperation should supplement national policies in fostering and supporting enterprise creation. Integrated development cooperation, including direct support for small enterprises and cooperatives in developing countries, through inter alia personnel training and credits, and access to world markets should be encouraged.

D. Promoting employment through active labour market policies, including education and training

Rationale

149. Reducing unemployment today necessarily requires increased employment opportunities on an unprecedented scale. Active labour market policies will be central to such a strategy and will require a radical new look at the whole range of available instruments which can influence the employment environment. Training schemes and programmes especially intended to tackle the problems of youth unemployment are particularly important as is assistance for those facing particular labour market difficulties and risk of exclusion, in particular the long-term unemployed. Active labour market policies facilitate the entering of young people into the labour market as well as enhancing the skills of the long-term unemployed, those in low paid or unskilled jobs or those who are affected by restructuring of their current job or occupation.

Objectives

150. Objective 14: To improve the efficient and non-discriminatory operation of labour markets, with a view to expanding the number of jobs, enhancing the overall quality of employment and enabling workers to move from low productivity to better quality jobs.

Actions

151. Practical measures are required to improve the efficient and non-discriminatory operation of labour markets. Governments, together with employers' and workers' organizations, should more widely introduce, help to implement and monitor the results of active labour market policies. Such policy efforts may include a wide range of possible measures including reducing indirect labour costs; lifting burdens on businesses so they can expand job creation; stimulating the demand for labour; identifying skill shortages and surpluses; providing orientation and counselling services and active help in job searches, and occupational choice and mobility; offering advisory services and support to enterprises, particularly small enterprises, for the more effective use and development of their workforce; helping young people to develop needed skills and find a first job; and establishing institutions and processes which reduce discrimination and improve the employment possibilities of groups that are disadvantaged in the job market. In the same manner, support mechanisms should be created for self-employment in the informal sector with a view to their promoting its incorporation in the formal sector.

152. Well-defined educational priorities and greater investment in appropriate education and training systems are required to enhance the quality of the workforce and improve workers' chances of holding better jobs. Effective forms of collaboration among public sector institutions, private institutions, cooperatives, the social partners and international agencies should be developed with a view to building better bridges between education and training, on the one hand, and employment and working life, on the other.

153. To compete in today's competitive and continuously changing global environment, young people need to be provided, as a foundation, with good quality general education at the primary and secondary levels. Formal education should be adjusted to the changing requirements of the contemporary work and living environment within more intersectoral approaches to the development of human resources. A solid general education should be viewed as providing a foundation for the acquisition of specialized skills and for renewing, adapting and changing them more rapidly. The public and private sectors, including NGOs, should join forces in designing and carrying out comprehensive and coordinated programmes that will provide young people with the necessary combination of technical training, social skills, work experience and education in social values. All such initiatives should aim to stimulate resourcefulness in young people, prepare them for durable employment opportunities, or facilitate their self-employment.

154. Training programmes, particularly those targeted at youth, have to be responsive to changes in the economy and also ensure equitable access to training opportunities. In particular, entrepreneurial competencies, and motivation for indigenous job creation must be stimulated. Training policies should offer incentives for enterprises to provide, and for workers to acquire, training on a continuous basis and life-long learning as part of a process of adapting to changing technological and skill requirements. Well-designed and adaptable vocational training and apprenticeship programmes are important and should be encouraged and supported through technical assistance programmes, including those of the United Nations system. Training of the long-term unemployed to facilitate their reabsorption in productive jobs is especially needed.

155. Public and private employment services should be strengthened so that they can play a more direct role in assisting workers to adapt to a changing job market. In consultation with employers' and workers' organizations, public employment services might coordinate such complementary functions as unemployment insurance, employment counselling, training, job search, placement, apprenticeships and the sharing of labour market information.

Proposed additional paragraph:

Governments should develop labour market information to assist job seekers in finding employment, job counselling and guidance programmes, and extension service programmes. Greater attention needs to be given to the construction of appropriate indicators and the collection, compilation, analysis and sharing of information concerning labour markets, including the full range of work situations which are not captured by the formal markets.

E. Establishing and pursuing sectoral priorities

Rationale

156. For many developing countries, agriculture remains the dominant sector of the economy in terms of the utilization of labour. Non-farm activities are vital to providing jobs for members of the rapidly growing rural labour force of

many developing countries, many of whom are young and large numbers of whom often migrate to urban areas in search of jobs.

157. Investment in infrastructure is important for promoting employment and constructing and maintaining durable assets in both rural and urban areas.

158. For an increasing number of developing countries, export expansion can play a dynamic role in economic growth and employment creation.

Objectives

159. Objective 15: To expand and diversify sectoral economic activities at the national level, taking due account of each country's level of development, resource endowments and shifting comparative advantage, and with a view to promoting employment.

Actions

160. Governmental policy and international assistance programmes have to effect simultaneous improvements in rural farm and non-farm activity including animal husbandry, fisheries and livestock raising, aiming for diversification of production and an expansion of agro-processing industries that favour the use of labour-intensive technologies in rural areas. The particular needs of women agriculturalists and rural workers, key to the household food security of many countries, should be addressed. The expansion of employment also requires sectoral policies which stimulate investment, growth and employment in areas which hitherto have been neglected or bypassed by development. Such measures include more investment in infrastructure, reform of land title in some countries in order to reduce ownership concentration and landlessness, and measures to improve rural women's rights to land and access to agricultural extension services.

161. Labour-intensive, local resource-using investment programmes and projects for creating viable infrastructure should be encouraged with a view to generating employment and creating durable assets in rural areas of developing countries.

162. Investments in economic and social infrastructure in urban areas should be encouraged with a view to creating, maintaining and rehabilitating community assets and generating employment in the process. Self-help activities can be important in generating work and local investment in these areas.

163. Given that the efficient use of human and environmental resources is mutually reinforcing, developed and developing countries alike should aim to promote employment through a commitment to environmental management, environmentally sound production methods and sustainable development and through the provision to developing countries of the substantial new and additional financial resources agreed upon in Agenda 21. Such activities as the conservation and management of natural resources, the promotion of alternative livelihoods in fragile ecosystems, and the rehabilitation and regeneration of critically affected and vulnerable land areas and natural resources should be

encouraged, both for purposes of environmental sustainability and of durable employment creation.

164. As sustainable development is a crucial element of employment creation, programmes should be put in place providing increased access to information, education, skill development, employment opportunities, both formal and informal, and high quality health services.

165. Enterprises, supported where appropriate by Governments, should continually reassess their comparative advantage in the competitive global marketplace and seek to upgrade product content, quality and value added as well as production methods, while expanding and diversifying exports.

166. When there is phasing out of production or total closure of a plant, labour mobility, retraining and maintaining adequate levels of social protection should be used to ease the burden and facilitate redeployment of many workers. Special attention should be given to the situation of vulnerable groups, such as young persons, disabled workers and migrant workers. There also should be efforts, where economically and organizationally feasible, to find alternative, yet profitable, uses of available plant, equipment and skills, with a view to minimizing labour dislocation and skill wastage.

167. Employment policies should be designed to encourage with incentives and facilitate through appropriate measures the creation of a greater number of jobs, particularly skill-intensive jobs, in both the manufacturing and the service sectors, especially for women and youth. The expansion of the service sector should be facilitated by removing regulatory obstacles and liberalizing the international trade in services. However, countries should act with responsibility to ensure that liberalization of trade in services does not lead to displacement of local small entrepreneurs in those sectors.

F. Redefining the nature of work and employment

Rationale

168. While the central aim of employment-centred policy and development strategy should be to create more and better jobs over time including self-employment, the very conception of work needs broadening with a view to creating the possibilities for a greater number of persons to participate meaningfully in all aspects of work life, including informal activities of sustainable livelihood. There is a great deal of socially useful work that could be performed within the framework of a wider conception of productive work and employment.

Objectives

169. Objective 16: To develop and implement a broader conception of work and employment.

Actions

170. Increased attention should be focused on voluntary part-time work, work-sharing and other forms of flexible working time arrangements as policy options, particularly in more developed countries, whilst maintaining appropriate social protection. Governments and the various actors in civil society should engage in an active dialogue on the possibilities and institutional requirements for the wider introduction of a broader conception of work and employment. Governments should examine social security legislation and personal taxation with a view to ascertaining how provisions could be changed to facilitate much greater flexibility in the division of a person's time between education and training, paid employment, volunteer activity and other socially useful forms of work, family responsibilities, leisure and retirement. International exchanges on experience with new forms of flexible working time arrangements over the lifetime should be intensified.

171. Institutional and policy mechanisms should be created by Governments to encourage greater performance of socially useful work. Examples of such work as well as its potential are reflected by growth in the labour-intensive care sector and the need to promote humane responses to the plight of the homeless and to instil social values in children. All such activities which contribute to creating the "social link" and facilitate the participation of the most disadvantaged. The aim should be to combine the functioning of the market with the values and motivations that underlie much present-day volunteer activity.

Proposed addition to paragraph 171:

Governments should allocate more resources to tasks performed through voluntary work, thus transforming unpaid work into remunerative employment.

172. Greater financial recognition of women's multiple roles, both within and outside the household, could serve to improve their status, economic independence and treatment within societies and help to promote gender equality.

G. Focusing on specific needs

Rationale

173. Young people, women workers, disabled persons, older workers, the long-term unemployed, [documented] migrant workers and indigenous and tribal peoples are some of the groups of people with special needs who require additional forms of assistance. Although all such groups can benefit from a major upturn in employment-generating activity, each experiences particular work opportunity and employment problems of a qualitative nature that call for specific, well targeted, supplementary forms of assistance.

174. Employment, preferably in the open market, is fundamental to the economic independence of specific groups and, additionally, provides social recognition, opportunities to integrate and social affirmation. Training and education are vital, as are measures to remove physical, economical, social and attitudinal barriers and efforts, including awareness campaigns, to overcome negative attitudes and prejudices.

Objectives

175. Objective 17: To substantially reduce the unemployment of groups of people with special needs.

Actions

176. Employment-related programmes for disadvantaged or vulnerable groups, in addition to reflecting a true understanding of the underlying needs of each group, must pass the test of being both equitable, efficient and culturally appropriate. They require continuous monitoring and periodic evaluation, modification and reorientation to ensure that they are reaching their intended beneficiaries, meeting their felt needs and producing results which are sustainable. Special programmes must be developed to ensure the active contribution of people in their planning, design and management.

177. In order to ensure that the rate of youth unemployment [does not exceed] or [is kept well below] the general average, policy should focus on guaranteeing all young people constructive and relevant options for employment, further education or vocational and professional training. Special programmes should be implemented in order to help young people who are entering the labour market. They should involve guidance and counselling, support for job search, help in attaining numeracy and literacy, basic training linked with workplace experience.

178. Employment policy should attach the highest priority to the prevention of long-term unemployment. Assistance packages for the long-term unemployed should include a range of measures such as re-education and training programmes, counselling and job-search components and temporary work schemes, including credit for educated youth to maintain working skills and abilities. It is crucial that States develop [where feasible] social security schemes enabling the long-term unemployed to maintain a decent life and participate actively in society.

Proposed alternative to paragraph 178:

Employment security should be built into developmental processes. Rural wage employment can be provided through public works in areas with high concentrations of unemployed and poor. This will help build permanent productive assets and regenerate land and environmental resources and will make the process of employment generation more sustainable.

179. Laws and regulations should not discriminate against the employment of disabled persons. Policies should aim to broaden the range of employment opportunities for them. As proactive measures, Governments should organize

support services, devise incentive schemes and support self-help schemes and small businesses. Employers should be encouraged to make reasonable adjustments in the workplace to accommodate disabled persons. Alternative forms of employment (such as sheltered workshops) should be developed to meet the needs of those persons who cannot work in the open market. In formulating and implementing policies regarding equal employment opportunities for persons with disabilities, Governments may be guided by the following policy documents: the ILO's Vocational Rehabilitation and Employment (Disabled Persons) Convention, 1983 (No. 159) and the Standard Rules on the Equalization of Opportunities for Persons with Disabilities (General Assembly resolution 48/96).

180. There is need for greatly intensified international cooperation among, and assistance to, countries of emigration and immigration in order to maximize the benefits of [legally admitted] migration and facilitate the reintegration process of returning [documented] migrants. There is further need for countries of origin and countries of destination to cooperate in addressing the root causes of migration with a view to making the option of remaining in one's country a viable option.

Proposed addition to beginning of paragraph 180:

Intercountry movement of workers should be liberalized.

Proposed addition to end of paragraph 180:

Whilst migration can facilitate the transfer of skills, it often entails the loss of resources for the country of origin. The fight against unemployment in potential countries of origin of migrants, through international cooperation for social development, is of particular importance.

Proposed alternative to paragraph 180:

Documented migrant workers have made an important economic contribution to the countries of immigration and, in the process, generally improved their own employment and incomes situation. When the hiring of foreigners is demand-driven, it tends to be entirely beneficial. But growing inequalities between countries have increased pressures for emigration in excess for the entry level fixed by host countries. As a result, there is an increased temptation to migrate illegally, with all the risk of exploitation that this involves.

181. To ensure the full participation of women in the labour market and their enhanced access to vocational training, policy makers and the various actors in civil society should place greater emphasis on women's [multiple roles] or [unequal multiple responsibilities] and on how they both influence and are influenced by their employment status. Attitudes, the division of labour based on gender, and institutional support systems must change accordingly, such as parental leave and the right to parental part-time employment, in order to improve the compatibility between working and family life. An underlying objective should be to establish equality between men and women as a basis for employment policy. The aim should be to expand opportunities for remunerated work for women and to integrate them into decision-making and mainstream

economic activities. Conditions facilitating their participation in the workplace, such as parental leave and child care, and expanded opportunities for remunerative work should be provided. It is also necessary that men take active part and assume their responsibilities in the work towards equality, including sharing the work with home and children.

H. Enhancing the quality of employment

Rationale

182. By improving the quality of employment, productivity can be increased. Fundamental to the quality of employment is safeguarding the basic rights and interests of workers as enshrined in ILO Conventions in such areas as the abolition of forced labour, freedom of association, the right to organize and to collective bargaining, equal remuneration, and the abolition of child labour and the elimination of discrimination in employment.

183. A healthy and safe working environment, adequate remuneration and the absence of exploitation, mean better productivity and a better quality of life.

Objectives

184. Objective 18: To strengthen the enforcement and improvement of quality jobs in full respect of ILO Conventions and to [progressively] upgrade employment that does not meet minimum standards.

Actions

185. Governments should [more strictly] observe [and fully implement] their obligations under the standards that they have ratified in the field of human rights. Governments should ratify and enforce ILO Conventions emphasizing women's labour rights, the rights of indigenous people to maintain traditional livelihoods together with international Conventions protecting children from economic exploitation. Special attention needs to be given to the total abolition of forced labour. Governments should be guided by standards in the human rights area in the formulation of labour legislation and policies. The application and enforcement of such legislation should be strengthened.

186. Governments, employers' and workers' organizations, non-governmental organizations, and human rights and community groups should all play an active role in the abolition of child labour and, at the outset, should seek greater protection including providing appropriate health, education and social services to working children, and in particular to street children, with the final objective being to abolish child labour. As a first step, Governments should set specific target dates, especially for eliminating the most exploitative and damaging forms of child labour. Governments, in collaboration with employers, trade unions and other citizens' groups should also target their social, education and labour policies on establishing conditions that reduce family poverty, encourage parents to [send their children to school] or [accomplish the

basic education of their children], through, inter alia, the provision of financial incentives, and ensure that their employment laws are fully enforced.

187. All parties should establish and operate within the framework of sound industrial-relations systems based on tripartite cooperation, freedom of association and the right to bargain collectively and attach importance to social dialogue between public authorities and employers' and workers' organizations and other actors.

188. The rights of [documented] migrant workers also should be respected and protected. Governments [should ratify] or [should consider ratifying] or [are invited to ratify] existing instruments pertaining to migrant workers and strive to implement their provisions - in particular, the ILO's Migration for Employment Convention (Revised), 1949 (No. 97) and Migrant Workers (Supplementary Provisions) Convention, 1975 (No. 143), and the United Nations International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families, which has not yet entered into force.

189. Health policies can contribute to employment promotion by reducing environmental health hazards and providing for occupational health and safety. This should be done in conformity with the relevant ILO Conventions and, in particular, the Occupational Safety and Health Convention, 1981 (No. 155). In order to achieve this, the importance of tripartite cooperation should be underlined.

190. Efforts to improve the quality and conditions of employment should [take account of the special circumstances of the informal sector, aiming] or [aim] progressively to improve conditions and to extend basic labour standards and forms of social protection to the informal sector without choking off its ability to employ people. In priority areas of protection, such as occupational safety and health, informal-sector enterprises and workers should be provided with information and guidance on how to reduce risks, often through the application of simple and inexpensive measures.

IV. SOCIAL INTEGRATION

Commitment 4 of the Elements for the Draft Declaration (L.18) reads as follows: "We commit ourselves to promote social integration by fostering inclusive, participatory, just, safe and stable societies for all people; social integration requires the elimination of all forms of discrimination, the sharing of basic values and the respect for pluralism and diversity."

Commitment 5, which also has implications for the other chapters of the Draft Programme of Action, reads: "We commit ourselves to achieving full equality between men and women and to enhancing the contribution of women to social progress and development."

A. Promoting human well-being and respect for diversity

Rationale

191. The concept of social integration is to achieve a society which enables all of its members to express their aspirations and meet their needs in productive ways. Integration must be based on democratic participation, the rule of law, respect for human rights and fundamental freedoms, and access to productive resources and economic opportunities. Intolerance and discrimination, poverty and unemployment, and violation of basic human rights give rise to social conflict, violence, exclusion and social disintegration. Conflict and violence, whether between nations, social groups or individuals, including violence in the private sphere, cause insecurity and the breakdown of social structures at the national, community and family level. If social institutions lose the capacity to safeguard the interests of all citizens or to integrate the efforts of individuals and communities to improve their lives, societies cannot develop socially or economically.

192. Our societies are products of unique historical evolution, enriched by diverse cultures and languages, and composed of different ethnic, religious and cultural communities. A socially integrated society can accept differences and debates within a framework of respect for human rights and freedoms and make diversity a force for development. Strengthening and supporting families and communities and promoting ethical values based on mutual responsibility and solidarity will promote social integration.

Objectives

193. Objective 19: To build equitable and inclusive societies based on human dignity, social justice, basic human values and common interests, and allowing the expression of cultural diversity.

Actions

194. Governments should encourage and promote a wide variety of social institutions and networks of the civil society and the private sector to enable all individuals and groups to participate in social, economic and political life, to develop their skills and talents, and to ensure that their interests are respected. Governments must respect basic human rights and fundamental freedoms and ensure that public and private institutions are democratic and accessible.

195. The institutions of civil society should enable and encourage all members of society and social groups to participate in social, political and cultural activities and to interact with public authorities and market forces.

196. Actors in the private sector should recognize their social obligations and the decisions they take should contribute to social integration and to equal economic opportunities for all.

197. Governments should protect the integrity of cultures and ensure that representatives of minority groups participate fully in defining the social policies affecting their lives.

198. In the sphere of communication and information, arrangements should be made to ensure that the system of national and international broadcasting includes opportunities for broadcasting which is neither government controlled nor exclusively profit-oriented.

199. The mass media should contribute to promoting respect, understanding and harmonious and cooperative relations among the various groups in society. They should be encouraged to avoid discrimination in portrayals and programming and to adopt responsible approaches in the fight against violence, racism, racial discrimination, xenophobia and ethnic intolerance.

200. Measures to prevent and eliminate violence in society must be strengthened, with particular attention to violence against women, children, persons with disabilities and the elderly. Full respect should be given to the provisions of the Declaration on the Elimination of Violence against Women, and the Convention on the Rights of the Child.

201. Governments should improve mechanisms for resolving conflicts peacefully and reintegrating society following conflicts. All members of society, particularly public institutions and civil society, should recognize their responsibility for preventing and resolving conflicts between social groups. This should include efforts towards reconciliation and confidence-building between the conflicting groups. Decentralized mechanisms for conflict resolution should be created and strengthened. The international community should support national strategies for preventing conflict and development assistance programmes should contribute to averting and resolving conflicts.

202. In the aftermath of violent conflicts, every effort should be made to reconcile the groups involved, to reconstruct social institutions that have been destroyed, to reintegrate displaced and disabled persons and to re-establish the rule of law and respect for human rights. Development strategies should be formulated to promote social integration as well as economic development. The international community should assist by channelling relief efforts into sustainable social integration and development programmes.

B. Ending discrimination in all its forms and promoting equality of opportunity

Rationale

203. Discrimination against people, whether in the political, economic or social domain, creates hostility and conflict that interfere, at times catastrophically, with social and economic development. Recognition of civil, cultural, economic, political and social rights provides individuals and groups subject to discrimination with the means for correcting injustice, thus enhancing social integration.

Objectives

204. Objective 20: To eliminate discrimination in all its forms and to achieve social integration based on equality and respect for human dignity.

Actions

205. Governments should promote a climate of tolerance and respect for the rights of all persons, through adherence to internationally defined human rights instruments. Legal prohibition of discrimination must be rigorously enforced. Governments should ensure that the legal system is open and accessible to all and provides effective remedies for violations and limitations of rights. Implementation of the Vienna Declaration and Programme of Action on Human Rights is an international priority.

206. Governments should ensure that administrative codes and ordinances of both public and private institutions promote the elimination of discrimination. The elimination of de jure discrimination should be accompanied by elimination of all forms of de facto discrimination, particularly discrimination against women and girls, as well as discrimination against minorities, persons with disabilities, the elderly, ethnic and religious groups, [documented] migrants, and disadvantaged, marginalized and traditionally excluded groups.

207. Specific measures should be taken to end discrimination against women. In most societies women have faced long-standing legal and social barriers to employment, education, productive resources and public services; these must be removed, and women's full participation in decision-making should be ensured. The provisions of the Convention of the Elimination of All Forms of Discrimination against Women should be fully respected.

208. Ending all forms of discrimination also requires efforts to promote tolerance in the attitudes of each individual. Legislation must be supported by wide-ranging social efforts to promote equal opportunity for all, especially in education, health and employment. Arbitration and conciliation procedures should be developed at local and national levels to counteract discrimination.

209. The effectiveness of programmes to eliminate discrimination and promote equal opportunity should be evaluated on a regular basis. Mechanisms for regular exchange of national experience in this domain should be created and strengthened at the subregional, regional and interregional levels.

C. Education as an integrating force

Rationale

210. Education is essential to social integration because it helps to ensure equal opportunity through access to knowledge and information, promotes tolerance and cooperation and strengthens respect for human rights. Guaranteeing equal access to education, particularly to basic education, irrespective of social or economic background constitutes one of the primary

responsibilities of Government, civil society and the international community. It is essential to ensure equal access to education for girls.

211. Education concerning human rights promotes the empowerment of men and women in the decision-making processes that affect their lives in both the public and the private spheres. Human rights education is therefore a tool for achieving social integration, as is the teaching of values that enable individuals to become responsible citizens.

Objectives

212. Objective 21: To ensure universal access to basic education and literacy and equal access to advanced education, particularly for women and girls, to mitigate existing social inequalities.

Actions

213. Governments should make a commitment to universal basic education for all members of society and assign national budgetary priorities accordingly. Educational standards should be ensured in all primary schools to provide a common basis for further education, employment and participation in political, economic and social life. International support should be provided to countries which face particularly difficult challenges in expanding enrolments, improving general standards, and improving the quality of education for disadvantaged communities and groups.

214. Educational institutions, formal and informal, should promote tolerance, respect for diversity, democratic values, human rights, civic responsibilities and ethical principles. Governments should promote human rights education and, in coordination with non-governmental organizations, participate in the United Nations Decade for Human Rights Education. Curricula should balance promotion of the structures and values on which a country has been built and the protection of diversity of cultures, languages and religions.

215. Girls should be ensured equal access to education and enabled and encouraged to complete their education, in order to empower them as equal and active participants in all social, economic and political processes. Consideration should be given to providing incentives as scholarships, tuition exemptions and stipends in order to encourage girls' and women's education. Standards and monitoring systems should ensure that the education of girls does not promote or reinforce gender subordination, labour segmentation and other forms of social and economic discrimination against women.

216. In order to achieve universal enrolment special attention should be given to providing facilities for children in sparsely populated and remote areas and for children of nomadic, pastoral or [documented] migrant parents. Special and appropriate measures should be undertaken to promote school attendance by street children, orphans, children with disabilities, children caring for younger siblings or disabled or aged parents, children who are working despite the fact that child labour is unacceptable, children vulnerable to drug abuse and trafficking, and children stigmatized by society for any reason.

217. Opportunities should be made available for young people to participate in the development of educational systems and curricula, encouraging them to become subjects rather than objects of change.

218. Opportunities for informal and non-formal education should be provided to adults and young people who have not completed formal education. Non-formal education, including technical training and apprentice schemes, should build the skills and self-confidence necessary for their full integration in the mainstream of productive society.

D. Good governance and creating new partnerships

Rationale

219. In all societies, social needs are met through different means and channels: the actions of government, at all levels; the commercial activities of private enterprise; and the interaction of the institutions and networks of civil society. In many countries, many of the social functions once undertaken by family or community networks have been gradually organized and professionalized and are now performed by public or private agencies, both for-profit and not-for-profit. There is a growing need for greater accountability and for Government to improve, expand and diversify the delivery of social services through creative approaches and new partnerships.

220. Non-governmental organizations, including non-profit service organizations, professional associations, civic groups, cooperatives, trade unions, self-help and community groups, and cultural and religious associations, provide a means for all members of society to express their interests in the planning and implementation of social policies and programmes. Many different forms of non-governmental action have emerged and expanded in recent years, bringing together consumers, producers, clients and various other groups concerned with social and economic development.

Objectives

221. Objective 22: To strengthen the social integration function of Government by making public institutions and services more accessible and responsive to all.

222. Objective 23: To expand the role of the organizations of civil society and to facilitate interactions between individuals, social groups, non-governmental organizations and governments.

Actions

223. Governments may become more accessible, transparent, responsive, accountable and effective through decentralization of administration, strengthening of local authorities and increasing popular participation in decision-making. To ensure that programmes meet existing needs, Governments should increase cooperation with grass-roots and non-governmental organizations and develop new forms of cooperation with the private and cooperative sectors.

224. The administration of public services should combine efficiency, accountability and quality. To achieve this, services must be organized on an optimal scale, at the appropriate administrative level, and with a minimum of bureaucracy. Experience in the effective administration of public services should be widely shared among countries and local authorities.

225. Governments and the institutions of civil society should promote the use of public facilities and services by disadvantaged or marginalized people while maintaining the support and participation of those who are better off. Special efforts may be required to inform groups which have no experience of utilizing public services.

226. Governments should create an environment which encourages the institutions of civil society. Legislative, administrative and procedural arrangements should be implemented which establish appropriate parameters for the functioning of these institutions and processes should be supported which enable communities and citizens to participate in their activities and decision-making. While maintaining their overall responsibility for ensuring social well-being, Governments should view the institutions of civil society as valuable partners.

E. Responding with special measures to special social needs

Rationale

227. Social justice and the prevention of social conflicts require equal treatment for all in matters of law, security, and provision of public services while recognizing the occasional need for differentiated treatment to allow for differences in individual circumstances.

228. The integration of disadvantaged and marginalized individuals and groups may require, in addition to the elimination of discrimination, the provision of special services to meet special needs.

Objectives

229. Objective 24: To ensure the integration of disadvantaged and marginalized groups in social, economic and political activities while responding to their specific needs.

230. Objective 25: To ensure that young people have opportunities to realize their potential and to play a full and productive role in society.

Actions

231. Governments should recognize and value the abilities, talents and experience of those groups which have often been viewed as disadvantaged or marginalized and identify ways to promote their contributions to society. Organizations of the disadvantaged and marginalized should be supported and involved not only in the development of programmes that concern them but also in the decision-making processes which guide society as a whole. Affirmative action programmes should be developed where appropriate, while efforts are made

to avoid the appearance of reverse discrimination. Education and public information programmes should be strengthened to reduce discrimination and prejudice.

232. Increased efforts are needed to ensure that young people are afforded sufficient opportunities for education, employment and services which are adapted to their needs and concerns. Direct and indirect discrimination against young people must be eliminated. To promote the integration of young people, initiatives should be taken to enable them to organize themselves autonomously and to participate in economic, social and political processes at the local, national, and international levels.

233. Governments, civil society and the private sector should take measures to protect the rights of indigenous populations, to promote their well-being and to enable them to participate in and contribute to the development of their societies. They should have primary responsibility for the design and implementation of policies that affect them. Efforts to promote the social integration of indigenous populations must be based on respect for their cultural values, languages, traditions and systems of social organization.

234. Policies concerning people with disabilities should focus on their abilities rather than their disabilities, on the equalization of opportunities and on ensuring their full participation in society, as well as on their dignity and rights as citizens, rather than as objects of charity or welfare. Governments should develop programmes and facilities for early intervention to enable people with disabilities to support themselves and to enhance their participation in society. Special attention should be given to the needs of victims of wars and violence and to the need to reduce and eliminate violent conflicts, which are a major cause of disability. The Standard Rules on the Equalization of Opportunities for Persons with Disabilities should be implemented.

235. Public and private services should be adapted so that older persons can maximize their contribution to society. The United Nations Principles for Older Persons and the Global Targets on Ageing for the Year 2001 provide a pragmatic focus and a practical strategy for the implementation of the International Plan of Action on Ageing.

236. Governments, non-governmental organizations and community organizations should provide for the rehabilitation and reintegration into society of offenders, especially young offenders. Measures should be taken to keep offenders within the community, to maintain links with their families during detention, and to reintegrate them into productive employment and social life after their release from detention.

237. In addition to combating drug use, drug trafficking and alcoholism, Governments, the institutions of civil society and the private sector should strengthen rehabilitation and education programmes for former drug addicts and alcoholics to enable them to obtain productive employment and achieve the independence, dignity and responsibility for a drug-free, crime-free, productive life.

F. Equitable treatment for migrants and refugees

Rationale

238. Migration, both voluntary and involuntary, has increased rapidly in recent years and is likely to continue at high levels. The number of refugees has increased dramatically, from 2.5 million in 1970 to 18 million in 1993. The need to provide asylum for and to protect refugees is greater than ever before.

239. Racism, xenophobia and discrimination against foreigners, refugees and migrants have also been increasing in many societies. The integration of migrants and refugees depends on social attitudes and on the recognition of the contribution they make to their host societies.

240. Migrant children and second-generation migrants often face a particularly difficult situation. Having acquired the expectations of their local peers, they do not easily accept the values of their migrant parents or willingly tolerate the hardships their parents have faced, and yet are often confronted with lifelong discrimination as outsiders. While their parents are typically integrated into the host economy, although often in subservient roles, these young and second-generation migrants are often in danger of being marginalized or excluded from society. Preparing these young people for work and breaking down barriers of hostility and exclusion are two essential dimensions of government efforts to improve relations between migrant and host populations and, more broadly, to promote social cohesion.

Objectives

241. Objective 26: To promote the integration of [documented] migrants into host societies and to reduce involuntary migration.

Actions

242. Governments should establish policies and set examples through their own actions to promote positive attitudes towards migrants. Governments should ensure that [documented] migrants receive fair and equal treatment, including full protection of the laws of the host society, access to economic opportunities and social services and protection from violence and exploitation. Policies for the social integration of migrants should be part of the regular work of any sector of society, and not be treated as a separate sector. The human rights of migrants should be protected, and special services such as health care, language training and cultural education should be provided. Policies to protect the rights of migrants and to promote decent conditions for them should enhance their contribution to the host society and prevent, manage and resolve conflicts. Attention should be paid to the particular needs of migrant and refugee women and girls.

243. In order to promote the integration of migrants having the right to long-term residence and second-generation migrants, Governments of receiving countries are urged to consider extending civil and political rights and responsibilities, as appropriate, and facilitating procedures for naturalization.

244. To reduce the numbers of refugees and displaced persons, Governments should address the root causes of civil conflict and involuntary migration. They must also protect the rights of refugees, including through the provision of humanitarian assistance, asylum, resettlement and voluntary repatriation.

245. In response to the increasing numbers of refugees, the international community should increase its capacity for humanitarian assistance, including both immediate provision of food, water, sanitation, shelter and medical care, as well as opportunities for resettlement and repatriation. Governments should support international organizations, including non-governmental relief organizations, in meeting the needs of refugees. The international community should also assist host countries whose resources, including natural resources, are strained by an influx of refugees. Governments, civil society, educational institutions and the mass media should promote popular understanding of the needs of refugees in order to improve the reception of refugees in host countries.

246. The international community must not only ensure the protection of refugees, but must also expand and improve efforts to promote reconstruction and reconciliation in the countries of origin of refugees, facilitating their safe and voluntary return to their homes and assisting them in the process. Strategies and mechanisms should be sought to identify and address the root causes which generate new waves of refugees. Where possible, advance action should be taken to prevent situations which create refugees rather than confronting the problems post-facto.

V. MEANS OF IMPLEMENTATION AND FOLLOW-UP

All commitments mentioned in the Elements for the Draft Declaration (L.18) are relevant to the objectives and actions of Chapter V. Commitments 8 and 9 are, however, directly applicable to Chapter V.

Commitment 8: "We commit ourselves to generating sufficient resources to achieve our objectives and fulfil our commitments for social development."

Commitment 9: "At the international level, we commit ourselves within the framework of strengthened international cooperation, to improving the international economic environment and to improving international financial assistance."

A. Guiding principles for implementation

247. In the light of the objectives and actions reflected in the previous chapters of this Draft Programme of Action, a number of basic principles for implementation and follow-up need to be restated:

(i) Social development and the achievement of the objectives for the three core issues of the Summit are primarily the responsibility of national Governments;

(ii) The international community, regional and international organizations, and notably the United Nations system and the Bretton Woods institutions, should play a supportive role;

(iii) International cooperation and international financial assistance should give special attention to the needs of all countries facing particular problems of development or transition, and in particular the countries of Africa and the least developed countries;

(iv) Within each society, all actors, including the private sector and the civic society, have responsibilities for social development;

(v) At the national level, social progress and development require appropriate policies in all domains of governmental action;

(vi) At the international level and within the context of a global compact for social development, there is a need for greater coherence of the various actions designed to support national efforts;

(vii) The monitoring of the implementation of the decisions and recommendations of the Social Summit should be undertaken at the national level, and should be part of the participatory process which is required by social development;

(viii) At the international level, there is a need for a periodic assessment of social conditions and social progress in the world;

(ix) Each country shall, in the context of its specific conditions and priorities, allocate sufficient resources to social development;

(x) At the international level, and beyond honouring the already established commitments for official development assistance, additional resources ought to be generated to address global problems which are threatening humankind;

(xi) Adequate institutional arrangements should be made within the United Nations system to reflect a coherent and integrated approach to international cooperation for social development.

248. Regional and subregional cooperation based on common values, including support for democratic institutions and the protection of human rights and taking into account the particular circumstances of each region, should be intensified in order to enhance national efforts to combat poverty and unemployment and promote social integration. Such cooperation could include the sharing of experiences, the identification of common problems and the promotion of joint actions.

B. Implementation and follow-up at the national level

249. The implementation and follow-up of the Programme of Action at the national level should be seen in the light of the two commitments recalled at the

beginning of this chapter, and also of commitment 1, which gives the highest priority to the promotion of social progress and the enhancement of the human condition.

250. Governments should elaborate national strategies for social development that assign specific responsibilities and include all the main actors in their implementation with a precise time-frame and mechanisms for review. Evaluations should be carried out by autonomous national agencies and may include the involvement of the institutions of civil society.

Proposed additional paragraph:

Governments should identify quantitative and qualitative indicators for the reduction of poverty, the enhancement of employment and social integration that are internationally standardized and harmonized.

251. National strategies and policies for social development should cut across traditional sectoral boundaries and should be formulated and implemented with the participation of the groups directly affected.

252. Appropriate procedures and mechanisms should facilitate a review of existing institutional arrangements for an integrated treatment of the three core issues within a context of macroeconomic stability and adequate governance.

253. Governments should ensure maximum transparency to the implementation and follow-up process.

254. Governments should give appropriate priority to social expenditures and strengthen coordination among ministries and governmental agencies concerned with social development.

255. Governments should ensure that taxation systems are equitable and that tax liabilities are collected efficiently and fairly. They should also discourage speculative activities that interfere with socially productive work.

256. Governments, in cooperation with non-governmental and international institutions, should increase support for social research and socio-economic analysis contributing to sound, sustainable, long-term solutions to the challenges of social development.

C. International cooperation for social progress

257. International cooperation for social development involves not only national Governments and international organizations, but other actors such as local authorities, trade unions, cooperatives, associations of employers, academic institutions, and other public and private institutions of civil society.

258. An important form of international cooperation for development is the exchange of experience and the sharing of lessons derived from successes and difficulties. Regional and international organizations should provide fora for this form of cooperation.

259. The implementation of social programmes would be facilitated by the mobilization of volunteers at the international level.

260. Development cooperation ministries and agencies of donor countries should establish closer links with their counterparts in developing countries. Donor agencies should harmonize their procedures for providing assistance in order to reduce the administrative burden of such procedures for developing countries. Projects should be designed to ensure sustainable financing after donor support ceases.

261. The regional commissions of the United Nations, the regional development banks and other appropriate regional organizations should work together to support the implementation of the Programme of Action.

262. Governments are invited to explore, on a regional or subregional basis, the possibility and advantages of harmonization of legislation on various aspects of social development including health, education, employment, migration and other areas.

D. The role of the United Nations and the United Nations system

263. The United Nations system should improve coordination, policy dialogue and cooperation among relevant agencies and institutions with economic and social mandates, including the Bretton Woods institutions [and the World Trade Organization].

264. Specialized agencies and related organs, programmes and funds of the United Nations system should strengthen, adjust and improve coordination of their activities, programmes and medium-term strategies to implement recommendations adopted by the Social Summit. Relevant governing bodies should accordingly review their policies, programmes, budgets and activities.

Proposed additional paragraph:

The United Nations should establish a high-level inter-agency committee, with the participation of the specialized agencies, including the International Labour Organization, the international financial institutions and the World Trade Organization. Its functions should include: (a) studying and proposing activities that the United Nations and the United Nations system should undertake in order to effectively implement the Programme of Action of the Summit; (b) coordinating the relevant activities of its participating entities; and (c) studying new formulas for financing the system's activities for social development, including review of proposals for introducing international taxes.

265. The International Labour Organization with its unique tripartite structure, has an important role to play in the follow-up activities, particularly in relation to employment.

Proposed additional paragraph:

UNDP, the World Bank and IMF, should each prepare reports on: (i) the development of an integrated global policy on social development; (ii) the implementation of that policy; and (iii) coordination of the activities of those agencies. The high-level segment of ECOSOC, with participation of representatives of the World Bank and the IMF, should discuss those papers and come up with a unified suggestion for adoption by the General Assembly and the Boards of Governors of the World Bank and the IMF in 1995.

Proposed additional paragraph:

An appropriate link should be established between the follow-up to the Summit and initiatives such as the Country Strategy Note.

266. Institutional means for joint or parallel consideration of security and development issues should be explored. This may imply new working methods for the main organs of the United Nations, including perhaps a closer relationship between the Security Council and the Economic and Social Council.

267. In the context of its function and mandate for international cooperation on social and economic development, the General Assembly could include on its agenda, for consideration on a bi-annual basis, an item entitled "follow-up of the World Summit for Social Development".

268. The General Assembly may also, at appropriate times, convene a special session for the purpose of monitoring progress in social development and provide orientation to the relevant activities of the United Nations system.

Proposed additional paragraph:

The United Nations should consider the holding of a summit meeting every five years to evaluate the results achieved in the implementation of the Declaration and Programme of Action.

269. The mandate, agenda and composition of the Commission for Social Development should be reviewed in the light of the outcome of the Summit. A strengthening of the Commission could be achieved by increasing its membership and by promoting the participation of independent experts in its work. The Commission should be requested to prepare recommendations on the coordination of activities for the follow-up of the Social Summit.

270. In the Commission for Social Development as well as all other intergovernmental bodies having a role in the implementation of the results of the Summit, arrangements should be made for increased participation of non-governmental actors. These arrangements would include the continuing participation of the non-governmental organizations which contributed to the preparatory process for the Summit.

271. The current reporting mechanisms established for the International Covenant on Economic, Social and Cultural Rights, the International Covenant on Civil and Political Rights, the Convention on the Elimination of All Forms of

Discrimination against Women and the Convention on the Rights of the Child should be fully respected.

272. The United Nations system's capacity for gathering information and analysis relating to the core issues of the Social Summit should be strengthened. To that end, the United Nations should cooperate with research organizations to assist countries upon request to improve data collection and monitoring capacities.

Proposed additional paragraph:

The United Nations should find ways and means to mitigate the adverse consequences that economic sanctions have on the affected population and their social development.

E. Mobilizing resources for social development

273. New and additional resources should be mobilized at the national and international levels for social development.

Proposed alternative to paragraph 273:

Adequate resources need to be allocated for social development.

274. Social development requires the mobilization of all available human and financial resources, nationally and internationally. Investment in people, infrastructure, education and nutrition, food production and food security, and proper functioning of institutions, is a necessary condition for social development.

275. All efforts should be made to ensure that resources allocated to social development are used effectively, efficiently and in a coordinated manner.

276. There is a close correlation between effective government administration and the capacity to raise financial resources for development. Credibility, transparency and accountability, the capacity to curb corruption, and the avoidance of wasteful expenditure are critical to ensuring the efficient use of resources for social development.

277. As indicated in chapter I of this Programme of Action, durable solutions should be found to the external debt problems of developing countries in a timely and flexible manner through measures like debt cancellation and debt-for-social-development swaps.

Proposed additional paragraph:

Considering the high cost of servicing external debt for the African countries, measures should be adopted to convert partially the multilateral and bilateral debts and to ensure that international financial institutions provide financing for social investments on the priority objectives set by the Social Summit.

278. The United Nations should be provided with adequate resources to conduct activities concerning the three core issues of the Social Summit and the objectives related to them in the programme budget and medium-term plan.

279. The ad hoc working group on financing of the Commission for Sustainable Development should be expanded to include the social development area, as well as considering new and innovative ideas in generating funds for social development.

Proposed additional paragraph:

A special fund entitled "International Fund for Social Development" should be established using new and innovative sources of financing to make available additional resources for social development for the implementation of this Programme of Action. The administration of this fund will be decided through the General Assembly and the Economic and Social Council.

280. The World Bank's capacity to mobilize additional resources for lending for development, in support of the objectives of the three core issues of the Social Summit, should be strengthened.

281. A further evaluation should be made of the 20/20 concept, which calls on donor countries and agencies to allocate a minimum of 20 per cent of their development assistance and on developing countries to allocate the same percentage of their budget to social sector expenditure. This concept emphasizes the need to ensure adequate financing for social expenditures and programmes directed at the satisfaction of essential needs.

Proposed alternative to paragraph 281:

Increased resources should be allocated to programmes for social development by Governments of developing countries. Such efforts should be accompanied by donor countries' efforts to increase the proportion of assistance in social fields.

282. New mechanisms for the financing of social programmes, such as taxes on certain categories of international transactions, should be further considered.

283. A reduction in military expenditures [as necessary] or [considering threats to national security] and the adoption of confidence-building measures, could make resources available for the implementation of social programmes.

Proposed additional paragraph:

While considering the problems of redistribution of resources for social development at international and regional levels, priority should be given to the declared intentions and practical measures undertaken by States for the reduction of armed forces and conversion of arms producing enterprises, taking into consideration the need of these countries to support social protection of the people affected by these processes.